Standard Reserve Holdings, Ltd. * IN THE

Plaintiff, * CIRCUIT COURT

v. * FOR

Barry Downey, * BALTIMORE CITY, Part 20

Defendant. * Case No. 24-C-04-0661

MEMORANDUM DECISION

Standard Reserve Holdings, Ltd. ("Standard Reserve"), a company incorporated in the British Virgin Islands ("BVI"), has sued Barry K. Downey, a Maryland attorney, for breach of fiduciary duty and for legal malpractice. Standard Reserve's complaint alleges that BVI law governs this litigation. Downey's answer preliminarily denied that BVI law applies, but Downey has now filed a motion arguing that if BVI law applies, then the Court should also apply the BVI's English rule on attorney's fees and its rule on pre-litigation security for costs.

I. Background

The complaint alleges that Downey and other individuals incorporated Standard Reserve in the BVI in 2001. Standard Reserve was to be an "internet-based, digital currency transaction system." In simplest terms, this means that the company was to operate like a bank, but rather than dealing in (or solely in) official government-issued currencies, Standard Reserve dealt in "digital dollars" which had no real existence outside of Standard Reserve's system.¹ Customers could establish an account by paying Standard Reserve in official currency, and their accounts

¹"Digital dollars" is the Court's term for Standard Reserve's currency; the complaint does not mention whatever name Standard Reserve employed to refer to its digital currency.

would then be credited with an amount of digital dollars. Customers could pay debts to other account holders in digital dollars, or Standard Reserve could issue payments in official currencies to its customers' outside creditors, who did not hold Standard Reserve accounts.

Standard Reserve alleges that a trust should have been established "to hold gold and other real assets to back the customers' digital currency accounts." One of the company's subsidiaries, Standard Reserve Issue Limited, was to control the trust, while another subsidiary, Standard Reserve Transactions Limited, was supposed to manage the customers' digital dollar accounts. Downey is alleged to have been Standard Reserve's attorney and a member of its board of directors, as well as CEO of Standard Reserve Issue Limited. The complaint alleges that the trust was never established and that, as a result, certain members of management looted the company's unprotected assets. The complaint seeks \$2,200,000 in damages, alleging that by failing to establish the trust Downey breached fiduciary duties he owed to Standard Reserve, and that he committed legal malpractice.

Finally, the complaint alleges that Standard Reserve is "currently the subject of official liquidation proceedings in the Eastern Caribbean Supreme Court." By his attorney's affidavit, Downey asserts that Standard Reserve was ordered to be wound up, under § 115 of the BVI's Companies Act, because the company is insolvent. The affidavit asserts that Standard Reserve has essentially assigned its claims against Downey to one of its creditors, Capital Performance International, Inc., and that that creditor is funding and controlling this litigation against Downey. Thus, it is Downey's position that if he prevails and is awarded costs and attorney's fees, he will be unable to recover those expenses from the moribund Standard Reserve.

II. Analysis

Downey's motion argues that if the Court determines that BVI law applies in this action, then "the Court should apply all such principles of that law," including the English rule and the BVI's pre-litigation security rules. Standard Reserve agrees with Downey that the English rule should apply, but the company argues that the security rules are procedural, not substantive, and so under Maryland's choice of law principles these procedural rules do not apply to this action. Alternatively, Standard Reserve argues that Downey misreads the BVI's security rules, and that even if the rules were applied, they would not require Standard Reserve to post security under the circumstances of this case.

A. Conflict of Law

The pre-litigation security rules at issue can be found in Part 24 of the BVI's Civil Procedure Rules 2000. Rule 24.2(1) allows a "defendant in any proceedings [to] apply for an order requiring the claimant to give security for the defendant's costs of the proceedings," and Rule 24.3 provides,

The court may make an order for costs under Rule 24.2 against a claimant only if it is satisfied, having regard to all the circumstances of the case, that it is just to make such an order, and that—

²Standard Reserve's memorandum in opposition to Downey's motion did not expressly state its agreement with Downey that the English rule applies. Consequently, Downey spent approximately ten pages of his reply memorandum bolstering his argument that the English rule applies. At oral argument on the present motion, counsel for the company expressly stated—twice—that the English rule should apply. The Court will apply the English rule in this case because the parties have agreed that it should apply, but the Court expresses no opinion on whether the English rule would be applied after analyzing the issue under Maryland's conflict of laws principles. The Court will apply the English rule by reading the BVI's Rule 64.2(1) (defining "costs" as including "a legal practitioner's charges," among other items) into Maryland Rule 2-603(a).

(a) some person other than the claimant has contributed or agreed to contribute to the claimant's costs in return for a share of any money or property which the claimant may recover;

(b) the claimant—

- (i) failed to give his or her address in the claim form;
- (ii) gave an incorrect address in the claim form; or
- (iii) has changed his or her address since the claim was commenced;

with a view to evading the consequences of the litigation;

- (c) the claimant has taken steps with a view to placing the claimant's beyond the jurisdiction of the court;
- (d) the claimant is acting as a nominal claimant, other than as a representative claimant under Part 21, and there is reason to believe that the claimant will be unable to pay the defendant's costs if ordered to do so;
- (e) the claimant is an assignee of the right to claim and the assignment has been made with a view to avoiding the possibility of a costs order against the assignor;
- (f) the claimant is an external company; or
- (g) the claimant is ordinarily resident out of the jurisdiction.

If, based on those considerations, a court requires the plaintiff to post security for costs, Rule 24.5(a) provides that the court's order would stay the proceedings until the security is posted. If security is not posted by a specified date, the action would be dismissed under Rule 24.5(b).³

Obviously Maryland has no corollary provision, or Downey would not ask the Court to apply the BVI's rules. Formerly, Maryland practice required, upon defendant's motion, security

³Downey's motion also invokes a similar provision, found in § 107 of the Companies Act, which provides, "Where a limited company is plaintiff in any action . . . the Court may, if it appear by any credible testimony that there is reason to be lieve that, if the defendant be successful in his defence, the assets of the company will be insufficient to pay his costs, require sufficient security to be given for such costs, and may stay all proceedings until such security is given."

for costs to be posted by nonresident plaintiffs and derivatively-suing stockholders with inconsequential stock ownership. *See generally* 3 Harry M. Sachs, Jr., *Poe's Pleading & Practice* §§ 76-85 (6th ed. 1975); *see also Silver Spring Dev. Corp. v. Guertler*, 257 Md. 291, 298-300 (1970); *Stevens v. Chandler Motor Co.*, 222 Md. 399, 410 (1960); *Hartford Accident & Indem. Co. v. State ex rel. Ritter*, 201 Md. 433, 444-45 (1953). Maryland has since eliminated those security-for-costs rules, and today the only prepayment of fees required in the Circuit Court is imposed by § 7-201 of the Courts and Judicial Proceedings Article. That section essentially states that "no case may be docketed . . . unless the plaintiff . . . pays the required fee."

Downey asserts that the rationale for requiring security for costs is to preserve a prevailing defendant's entitlement to costs. It serves little purpose to award costs to a prevailing defendant, under Maryland Rule 2-603(a), if the plaintiff has no money to pay. Maryland's former rule requiring security of nonresident plaintiffs served the same purpose. *See Glanville v. David Hairstylist*, 249 Md. 162, 166 (1968); Sachs, *supra*, § 76. Such prepayment rules, however, inevitably bar poor plaintiffs with colorable claims from accessing our courts. Thus, more precisely described, the conflict of laws is between the BVI's policy of meaningfully indemnifying prevailing defendants, and Maryland's policy of open access to our courts.

B. Choice of Law

As Downey's motion suggests, the Court must first decide whether BVI law applies at all, which depends on the nature of the causes of action alleged. The complaint contains two counts: (1) breach of a director's fiduciary duty, and (2) legal malpractice. BVI law governs the first count because the law of a corporation's place of incorporation applies to determine the existence and extent of a director's liability to the corporation. *See Paskowitz v. Wohlstadter*, 151 Md.

App. 1, 9 (2003); Restatement (Second) of Conflict of Laws § 309 (1971); *cf.* James J. Hanks, Jr., *Md. Corp. Law* § 3.7 ("The charter of a corporation is a contract among the state, the corporation, and the stockholders."). BVI law also controls the second count because Maryland adheres to the doctrine of lex loci delicti, applying the law of the place where the tort occurred. *Phillip Morris Inc. v. Angeletti*, 358 Md. 689, 744-45 (2000).

Although BVI law will control substantive issues in this case, Maryland law still governs procedural matters. *Vernon v. Aubinoe*, 259 Md. 159, 162 (1970); *Turner v. Yamaha Motor Corp.*, 88 Md. App. 1 (1991). The issue then becomes whether, for purposes of Maryland's choice of law scheme, the Court should consider the BVI's security rule to be a rule of substantive law or of procedural law. *Grain Dealers Mut. Ins. Co. v. Van Buskirk*, 241 Md. 58, 66-67 (1965) ("The court of the forum determines according to its conflict of law rule whether the question is one of substance or of procedure.").

The parties have not cited, nor has the Court's own research located, any Maryland cases on point. Downey relies heavily on *Cohen v. Beneficial Industrial Loan Corp.*, 337 U.S. 541 (1949), in which the Supreme Court held that state laws conditioning stockholder derivative suits upon plaintiffs' posting security for costs are substantive for purposes of the *Erie* doctrine. Downey's reliance on this case is misplaced, and curious, because, as Downey himself points out,

⁴To provide a more complete picture of Maryland's choice of law rules, it bears mentioning at this point that even if a foreign law is determined to be applicable, a court may decline to apply the rule if it is abhorrent to local public policy. *See, e.g., Bethlehem Steel Corp.* v. G.C. Zarnas & Co., 304 Md. 183, 188-93 (1985). Also, although Maryland adheres to lex loci doctrines, applying, for example, the law of the place of the wrong, or contract, or incorporation, if the choice of law rules of the foreign jurisdiction (the lex loci) would have applied Maryland law if the case had been filed there, then so will Maryland under a limited "renvoi" exception. *See Am. Motorists Ins. Co. v. Artra Group, Inc.*, 338 Md. 560 (1995).

"the substantive/procedural dichotomy for *Erie* purposes is not the same for choice-of-law purposes." Deft's. Reply Mem. at 21 (quoting *Boyd Rosene & Assocs. v. Kan. Mun. Gas Agency*, 174 F.3d 1115, 1120 (10th Cir. 1999)).

The Court must determine whether the security for costs rule is substantive or procedural for purposes of Maryland's choice of law jurisprudence. Undertaking that determination presupposes that a discernable purpose lies behind Maryland's substantive-procedural dichotomy, but one would be hard pressed to find a coherent statement of purpose in Maryland's choice of law cases. *See generally* Richard W. Bourne, *Modern Maryland Conflicts: Backing into the Twentieth Century One* Hauch *at a Time*, 23 U. Balt. L. Rev. 71, 81 (1993) ("Maryland's courts have failed to come up with a rational test for analyzing cases on the borderline between substance and procedure.").

Early Maryland cases ground our choice of law rules in inter-jurisdictional comity. The Court of Appeals stated in *Thomas Wilson & Co. v. Thomas J. Carson & Co.*, 12 Md. 54, 75-76 (1858), "The recognition of the laws of another State, in the administration of justice in this, is not a right *stricti juris*; ^[5] it depends entirely on comity." But the court recognized early on that the forum's courts do not employ the entirety of the foreign law:

[I]t is a general principle, which admits of few exceptions, that in construing contracts made in foreign countries, the courts are governed by the *lex loci* as to what respects the essence of the contract; that is, the *rights* acquired, and the obligations created by it. That the *remedy* or mode of enforcing the contract, is to be conformable to the laws of the country where the action is instituted.

⁵Stricti Juris means 'Of strict right of law; according to the exact law, without extension or enhancement in interpretation." Black's Law Dictionary 1435 (7th ed. 1999).

De Sobry v. De Laistre, 2 H. & J. 191, 228 (Md. 1807) (emphasis added); see also Dakin v. Pomeroy, 9 Gill 1, 5 (Md. 1850). Thus began the rights-remedy dichotomy in Maryland's choice of law jurisprudence, the predecessor to the contemporary substantive-procedural dichotomy.

The rationale for not applying foreign procedural law was that it would inconvenience the local courts and practitioners to do so. The Court of Appeals explained this basis in discussing the proper form of pleading certain actions in an early contract case, *Trasher v. Everhardt*, 3 G. & J. 234 (Md. 1831):

It is a universal principle, governing the judicial tribunals of all civilized nations, (for the truth of which no authority need be cited,) that the lex loci contractus controls the nature, construction, and validity of the contract: courts will always look to the lex loci, to give construction to an instrument, and will impart to it validity, according to those laws, unless it would be dangerous, against public policy, or of immoral tendency to enforce it here. They will also look to those laws, to ascertain the nature and true character of the contract, that efficacy may be given to its obligations between the parties, but they never look to the *lex loci* to determine the remedy which should be used, and the process issued to enforce its obligations: these are always determined by the lex fori. It must always be immaterial to the creditor, in what manner his claim is enforced, whether as a simple contract, or as a specialty, so that his essential rights are protected in the one form of action, as well as in the other. As in the present case, in what manner are the rights created, and obligations incurred, affected by treating the instrument as a single bill; although, according to the law of the place, it is a promissory note? In an action of debt, its obligations are held equally sacred, and in the same manner enforced, as if the action had been assumpsit. If there were no other reason for the rejection of the doctrine contended for [i.e., that foreign law governs the form of pleading actions], it might be sufficient to say, that it would be a great inconvenience to fashion the remedy according to the character of the contract impressed upon it, in the country where it is made, or to be performed. Inquiries would, in all cases, have to be instituted, before a suit could be commenced, into foreign laws, to determine the nature of the remedy to be pursued, which, in many cases where evidence was not at hand, might be attended to with great delay and difficulty, and consequent loss of the debt.

Id. at 244-45. Perceiving the confused state of contemporary Maryland law, in a much more recent case the Court of Special Appeals tried to re-inject this inconvenience rationale for

distinguishing between substance and procedure. In *Jacobs v. Adams*, 66 Md. App. 779 (1986), the court stated

Forum interest and convenience . . . should dictate the classification of an issue as "procedural." Put differently, if neither the forum's interest nor judicial convenience is involved, no reason exists to treat the problem as "procedural." . . . There is no reason to classify an issue as procedural, and hence controlled by the law of the forum, unless it affects the manner in which the forum administers justice.

Id. at 790-91 (quoting W. Richman & W. Reynolds, *Understanding Conflict of Laws* 116 (1984)) (quotation marks omitted). Although, if judicial inconvenience formed the line between substance and procedure it might offer a workable distinction, and it might compel, in the present case, application of the BVI's security rule,⁶ the intermediate appellate court's inconvenience rationale does not get to the real issue of whether a rule is substantive or procedural, nor does it square with decisions of the Court of Appeals. The Court of Appeals' decisions purport to find, or draw, the line between substance and procedure on the basis of that dichotomy alone, without regard to convenience. *See Traylor v. Grafton*, 273 Md. 649, 660-67 (1975); *Vernon*, 259 Md. at 162; *Grain Dealers Mut. Ins. Co.*, 241 Md. at 66-67; *Joffre v. Canada Dry, Inc.*, 222 Md. 1, 5-7 (1960); Bourne, *supra*, at 81-82.⁷ Any attempt to draw some meaning from the court's

⁶Applying the security for costs rule would inconvenience Standard Reserve, but not the Court. The only real inconvenience to the Court presented by this issue is that the relevant law is hard to find. The Court's resources appear to be limited to the following websites: (1) the British and Irish Legal Information Institute, at http://www.bailii.org, and (2) the Eastern Caribbean Supreme Court, at http://www.ecsupremecourts.org.lc. No useful United Kingdom or BVI authorities are available to the Court through its Westlaw access. Thus, Standard Reserve's citations to *Re: Keypak Homecare Ltd.* [1987] BCLC 409, and *Re: Edennote Ltd.*, [1996] 2 BCLC 389, while a step in the right direction, do not enable the Court to access these decisions. Because of these limitations, throughout this litigation the Court must rely heavily on the parties to provide the relevant authorities.

⁷How would it inconvenience courts to apply, for example, foreign rules governing (continued...)

impenetrable substantive-procedural dichotomy, in the choice of law context, ultimately leads back to its predecessor, the rights-remedy dichotomy.

For more than a century Maryland choice of law cases turned on whether the lex loci dealt with rights or remedies. The terms of the analysis suddenly changed, without explanation, in the court's decision in *Mandru v. Ashby*, 108 Md. 693 (1908). Prior to *Mandru*, the Court of Appeals had never used the terms "substantive" or "procedural" in its choice of law analysis. In *Mandru*, however, the court stated the dichotomies this way:

While the lex loci controls the nature, construction, and validity of contracts, yet the *remedy* upon them is regulated by the law of the forum, and throughout the United States it seems to be almost universally established that the defense of limitations is a matter of *procedure* to be controlled by the law of the place where the suit is instituted.

Id. at 314 (emphasis added). After *Mandru*, the rights-remedy language virtually disappeared from Maryland's choice of law cases, and the substantive-procedural dichotomy prevailed.⁸ The problem, however, has been that the Court of Appeals has never explained (1) what, if anything, it meant by changing the language in *Mandru*, or (2) what it means today, in the choice of law context, when it uses the terms "substantive" and "procedural."

This persistent ambiguity led the Court of Special Appeals to reject a party's argument for application of the Maryland forum's noneconomic damages cap because, the court said, "the question is not whether the statute in question is a 'remedy,' but whether it is 'procedural.'

⁷(...continued)

[&]quot;inferences to be drawn from the evidence, the sufficiency of the evidence, the inferences from it to go to the jury, and other procedural matters"? *See Vernon*, 259 Md. at 162. Or statutes of limitation? *See, e.g., Turner*, 88 Md. App. at 3.

⁸Rights-remedy continues to play a part in Maryland's retroactive operation of laws analysis, *e.g.*, *Pak v. Hoang*, 378 Md. 315, 324-25 (2003), which, in a sense, is a temporal choice of law analysis, rather than geographic choice of law analysis.

Because a particular law is properly characterized as a remedy or remedial does not mean that it is by definition procedural." *Black v. Leatherwood Motor Coach Corp.*, 92 Md. App. 27, 40 (1992). These statements fly in the face of the Court of Appeals' decisions up to 1908, and unless *Mandru* changed the law (and not just the terms), these statements are inconsistent with current Maryland law. Nevertheless, the *Black* court ultimately reached the right result in rejecting Leatherwood's argument because Leatherwood relied on retroactivity cases, instead of conflicts cases, for its "remedy" characterization. But the court did not articulate the distinction between *remedying* violations of substantive rights by seeking redress in the forum's courts, and the *relief* to which a party is entitled under the substantive law giving rise to a cause of action. *See* D. Michael Risinger, "*Substance*" and "*Procedure*" *Revisited*, 30 UCLA L. Rev. 189 (1982) (tracing the history of the origins, collision, and confusion between substantive-procedural and rights-remedy dichotomies in choice of law scholarship and decisions); *see also* Edgar H. Ailes, *Substance & Procedure in Conflict of Laws*, 39 Mich. L. Rev. 392 (1941).

Courts engaging in choice of law determinations must keep in mind the context within which they are drawing the substantive-versus-procedural lines. *See* Restatement (Second) of Conflict of Laws § 122, cmts. b., c.; Walter Wheeler Cook, "Substance" and "Procedure" in the Conflict of Laws, 42 Yale L. J. 333 (1933) (a classic treatment of the subject); Risinger, supra. For example, the Supreme Court has stated that there is not "an equivalence between what is substantive under the *Erie* doctrine and what is substantive for purposes of conflict of laws." Sun Oil Co. v. Wortman, 486 U.S. 717, 726 (1988). Justice Scalia, writing for the Court, continued: "Except at the extremes, the terms 'substance' and 'procedure' precisely describe very little

except a dichotomy, and what they mean in a particular context is largely determined by the purposes for which the dichotomy is drawn." *Id.* 9

Maryland's sense of comity dictates that our courts respect a foreign jurisdiction's definition of the legality of transactions occurring within that jurisdiction's borders. *See Hauch*, 295 Md. at 125 ("[T]he citizens of the foreign state should be the ones to determine, through their tort law, whether particular conduct is tortious and the extent of the monetary sanction."). But comity does not require that the forum court, as the "situs" of the remedy (i.e., redress in court for violations of rights), rearrange its local rules governing access to the forum's courts. *See* Raleigh C. Minor, *Conflict of Laws* § 205 (1901). Access to Maryland's courts is governed by Maryland law, not the lex loci. *Jones*, 378 Md. at 118.

The BVI's security rule must be treated as procedural, and hence inapplicable, because, regardless of any substantive characterization of the rule, the prospect of applying it reveals how inimical its effects would be to policies embodied in Maryland's contemporary procedural rules. Generally, plaintiffs may sue in Maryland's circuit courts without having to pre-pay any fees other than those specified in §§ 7-201 through 7-208 of the Courts and Judicial Proceedings Article. If the BVI's security rule were to apply, plaintiffs could not bring even good faith claims if they could not afford to post security for the defendant's costs. This result would intolerably affect the manner in which we administer justice by closing the courthouse door to indigent litigants who

⁹Our appellate courts have not always been so scrupulously mindful of the purposes for which it draws substantive-versus-procedural distinctions. *E.g.*, *Grain Dealers Mut. Ins. Co.*, 241 Md. at 66-67 (taking comfort, in geographic choice of law case, in the foreign jurisdiction's treatment of an issue as procedural for retroactivity purposes).

bring claims arising from locales that require security for costs. *See Davis v. Mills*, 129 Md. App. 675, 680-81 (2000); *Jacobs*, 66 Md. App. at 790-91.¹⁰

This rationale sounds similar to a dictum statement of the Court of Appeals in *Hauch*, 295 Md. at 133 n.10, where the court suggested that the forum's law should govern statutes of limitation, not because they are really procedural (as was held in *Doughty v. Prettyman*, 219 Md. 83, 88 (1959)), but because of the forum's strong public policy of repose, in which the forum has more interest than the foreign jurisdiction. That suggestion has been criticized as confusing the substantive-procedural dichotomy with the public policy exception which allows courts to avoid applying foreign laws that would otherwise apply under choice of law rules. Bourne, *supra*, at 97. To be clear, this Court's conclusion is based entirely on the substantive-procedural dichotomy, not the public policy exception described above at note 4.

III. Conclusions

Business litigation is seldom a purely local matter, and conflict of laws problems arise with increasing frequency. This Court's docket has recently seen cases involving an Irish stockholders' derivative suit, a business tort which began in Russia and was completed in Massachusetts, and an accountant-client privilege dispute involving Maryland, Tennessee, and Delaware law, to name a few. Yet, Maryland's conflict of laws jurisprudence is, to put it courteously, a work in progress. Maryland caselaw still lacks a clear statement explaining what purposes are to guide the lower courts in applying the substantive-procedural dichotomy in choice of law decisions.

¹⁰The Court's conclusion, under Maryland law, is consistent with § 127 of the Restatement (Second) of Conflict of Laws, which states at comment a., "The local law of the forum governs, among other things, . . . costs and security for costs."

One older Maryland case suggests, "If there should be any doubt whether a domestic or a foreign law should prevail, the court, which decides, will prefer the laws of its own country to that of a stranger." *Universal Credit Co. v. Marks*, 164 Md. 130, 145 (1933). This "tiebreaker rule" for close cases does not appear to have ever been applied in subsequent decisions, and would hardly provide an intellectually satisfying rationale for the parties before the Court. This *lacuna* in our conflicts jurisprudence may be an issue the appellate courts want to fill in at an appropriate time. No amount of research, analysis, or pondering will allow practitioners and courts to find meaning in the substantive-procedural dichotomy until the appellate courts have occasion to imbue it with meaning by stating the purposes for which courts are to draw the distinction. In the meantime, with the order accompanying this memorandum decision, the Court denies Downey's motion to apply the BVI's security rule.

Judge Albert J. Matricciani, Jr. July 9, 2004

Standard Reserve Holdings, Ltd. * IN THE

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v. * FOR

Barry Downey, * BALTIMORE CITY, Part 20

Defendant. * Case No. 24-C-04-0661

ORDER

Upon consideration of the defendant's Motion for an Order Requiring Plaintiff to Post Security for Defendant's Costs and Expenses and to Stay Proceedings Pending the Posting of Security, and the plaintiff's opposition thereto, arguments of counsel having been heard on July 2, 2004, it is this 9th day of July, 2004, by the Circuit Court for Baltimore City, Part 20, ORDERED, for the reasons stated in the accompanying memorandum decision, that the motion is **DENIED**.

Judge Albert J. Matricciani, Jr.

cc: all counsel (by e-mail)